

10 June 1944

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MEMORANDUM TO:

FROM:

SUBJECT:

Report on Examination of Past JANIS Publications and Present Recommended Research Procedures.

In general JANIS studies seem to me an impressive step forward in the production of intelligence documents. Recommendations for procedure are for the most part clear and logical, and the execution of past studies shows a superior grade of work in almost all respects. I feel that the criticisms and suggestions which you have requested me to set down are relatively minor, but I should like to consider them.

My comments are of three sorts: 1) Those on general objectives; 2) on the organization of material; and 3) details concerning the execution of past studies.

I. Comments on General Objectives

The purpose of JANIS studies is stated clearly enough in the introductory paragraph of the Outline Guide. ("To make available one publication... upon which may be based a war plan...") This purpose was kept in mind, as members of the board know, when the original Outline Guide was drawn up in 1943. Since the original Guide was composed in a very short time and with limited consultation, changes in the Guide as your work progressed were expected and inevitable. Different points of view provided by staff, contributors, and clients were bound to result in changes of detail or approach.

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However, such changes are improvements only insofar as they fall within the definition of your purpose.

As far as I have been able to judge from examination of past studies, and the present Outline Guide, and conversations with the staff, some diversion from the purpose quoted above is now in practice. There seems to be no question that recent studies have included material which does not seem essential for the formation of a war plan. The elaborate discussion of forecasting techniques included in some of your chapters V is one major example. There are many minor ones.

True, the board has made many improvements
My impression is that these and other changes in the inclusion or organization of JANIS material has been made primarily upon the demand of contributors, with very little initiated by your clients and readers.

I wonder if there is not in this a danger that JANIS studies may become anthologies of material offered by the various research contributors, which incidentally include material of interest to the operations planner. If practical considerations may make this seem desirable I think the board should re-examine its objectives, and revise its research and editing procedure accordingly. A much better job of compiling an encyclopedic regional anthology could be done. Specifically, you might seriously consider making JANIS documents serve as military government manuals as well as war plan information.

On the other hand, if you wish to adhere to the spirit and letter of the directive you quote, more opinions and criticisms should be obtained from the important readers of JANIS studies as to the form, adequacy, and pertinence of published material. One considered opinion from a reader would seem to me worth a score from your contributors. Furthermore, readers'

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opinions make your best ammunition for resisting pressure from contributors. I see no other way of dealing with the misdirected professional dignity which confronts you at times.

II. Comments on Organization of Material

(Chapters I to XI inclusive) (with specific reference to the Outline Guide for JANIS 84)

These comments are made with the assumption that your purpose continues to follow the statement quoted above from your directive.

A. Chapters I and II

The inclusion of the Brief is a valuable addition to the JANIS studies. However, it raises a question or two concerning the arrangement of material and nomenclature in Chapters I and II.

1. The name "Military Geography" is an unfortunate choice as a title for Chapter II. Nearly all chapters in JANIS studies are for the most part composed of material that is military geography (i.e., geographic information facilitating the proper planning and execution of a military operation). It is hardly logical, therefore, to favor a single chapter with that title. In my opinion it is even misleading and confusing to the reader. I should suggest "Terrain Regions," or something similar, as much more descriptive of the main content of Chapter II.

Abandonment of the title "Military Geography" is desirable for another reason. Its use has caused the inclusion of two sections in Chapter II which properly belong in the Brief: paragraphs 26 and 27; "Natural Critical Areas," and "Routes to Natural Critical Areas". These two, if they are to have any meaning, should be composed only with full knowledge of the content of the whole JANIS study, and not by the contributors of one section.

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As written in your past studies (when the word "Natural" was not included in the title) these paragraphs are the nearest you have come to a summarized military evaluation of individual JANIS studies. As such they correctly belong in the Brief, together with other summaries. I should therefore recommend the deletion of paragraphs 26 and 27 from Chapter II, and the addition of a paragraph 12 to Chapter I, to be called "Critical Areas and Routes to Them". I would favor describing "Critical Areas" rather than "Natural Critical Areas". A "natural" critical area seems to me an artificial and academic distinction.

2. If the title of Chapter II is changed, subtopic A of paragraph 11 in Chapter I should be changed accordingly, (i.e., to "Terrain Regions," or an equivalent).

3. Paragraph 22 (Natural Water Supply) in part duplicates paragraph 92 of Chapter IX without any important addition to the readability of the study. Natural water supply is discussed in both paragraphs. I would recommend deletion of this treatment from one section or the other, preferably from paragraph 22.

4. For the Far East an item should be inserted in both subtopics of paragraph 22, recommending discussion of the relation of paddy lands to drainage.

5. A summary map in Chapter I, to go with the summary text, would be helpful.

B. Chapter III (Oceanography) and Chapter IV (Landing Beaches)

1. Some attempt should be made to correlate the regions used for description in Chapters II, III, and IV. Studies of small islands, like any of the islands under Japanese Mandate, do not present much of a problem, but presentation of areas like Netherlands New Guinea or Southern Japan is entirely uncorrelated and somewhat confused by the lack of uniformity in

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regional delineation among the three chapters. It might be a good idea to have the contributors of Chapter II outline regions for general use in all three chapters as early as possible during writing of the study. The problem of getting some order out of the confusion attendant to a long list of landing beach descriptions might thereby be partly solved.

Review more than original in our files

2. To me the coast and landing beach descriptions are almost hopeless from a reader's point of view, if taken as a whole. I should like to see an organization following the principle suggested in the chapter on port facilities, where major and minor ports are recognized. In this case I should suggest that there be two general sections for coast and landing beach description: a) coast and beach in the vicinity or on the route to areas thought to be vital or critical from an operational point of view; and b) all other coastal and beach descriptions. Appropriate subdivision according to locality could be made within each section, as now. Readers' opinions on the advantages of this type of organization might be solicited, but I should expect it to save a good deal of reader time, with very little expenditure on your part.

C. Chapter V. (Climate and Weather)

I feel that the recommended procedure in Climate and Weather chapter has diverted far from the original intention of presenting selected basic information for a war plan, and is a reversion to the old traditional type of climatology. This is one of the cases where pressure on the part of contributors evidently has been the dominating force in shaping your procedure, probably not for the better. Reader reaction is badly needed here.

Three specific notations:

1. Make paragraph 52 (Climate) a set of tables and illustrations only. Text is needed only in a few footnotes, or in very brief supplementary

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notes.

2. Change the objective of paragraph 53 slightly. I would recommend that the title read "Synoptic Weather Types and Forecast Problems," instead of "Synoptic Weather Types and Forecast Techniques".

D. Chapters VI (Port Facilities) and VII (Transportation and Communications)

1. General

Two shifts of paragraphs between these chapters would improve their organization. These shifts will demand a slight change in both chapter titles. I recommend that the title of Chapter VI be changed from "Port Facilities, Water Routes, and Shipping;" and that Chapter VII be "Land Transportation and Communications," instead of "Transportation and Communications".

The present paragraph 73 (Water Transport) should be deleted from Chapter VII, and two new paragraphs be added to Chapter VI, one entitled "Coastal Shipping and Shipping Routes," and another, "Inland Water Transportation". Treatment of inland ports should be shifted to the minor ports section from that on inland water transport.

With these shifts some duplication can be avoided, and discussion of all water transportation brought together.

2. Detail

Paragraph 60A and 61 could better be entitled "Principal Ports," instead of "Major Ports". This might avoid some confusion on your readers' part when you discuss areas like New Guinea, and still preserve the spirit of your organization. A major port, as understood by most professional readers, is one like New York, Liverpool, Seattle, or Kobe. No matter how much explanatory discussion you give as to the distinction between "major,"

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and "minor" you may leave a poor impression in some readers' minds when you call ports like Fakfak, N.N.G. (two piers -- largest 30' x 30') major ports. Use of "principal" would avoid this.

E. Chapter VIII (Cities and Towns)

1. The addition of paragraph 83 (Villages) is commendable, as far as work on the Far East is concerned. Knowledge of village settlement may very well be a critical item in many closely settled oriental regions. However, I do not agree with the present suggestions for procedure. The proposal to treat villages, or even towns (paragraph 82) in the same manner as cities seems to me an unconsidered and impractical approach. If you set out to do this completely it will not only be a tremendous drain on research time, but Chapter VIII will become complex enough to make the landing beach descriptions look simple by comparison.

The most critical item for this paragraph is not detailed description of individual villages, but an attempt to give the types of village (or other rural settlement) by region. These types differ considerably among regions, but within a region they may vary so little that a description of one or two will suffice for all. If detailed listing is considered desirable by your readers it can be done by name only, and preferably on a map. If there are any outstanding individual exceptions to the general pattern they of course should be noted.

2. Since Chapter VIII now prescribes village description, the appropriate concise title is not "Cities and Towns," but "Settlement".

F. Chapter IX (Resources and Trade)

Reader reaction is badly needed for this chapter. My general impression is that the recommended procedure is better than that of the original Outline

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Guide because it is shorter. However, some additions have been made which have no recognizable relation to JANIS purposes, and therefore do not seem an appropriate part of these studies.

Specific notations:

1. The additions mentioned immediately above are particularly noticeable in paragraph 91. I do not see what relation there is between war planning and a) land tenure relationships, b) economic characteristics of the farm population, and c) economic significance of agricultural associations -- or for that matter, between war planning and marketing organization or recent production trends. The last item is previously expressed in regional surpluses, so it brings duplication within a single paragraph.

2. A subtopic should be added to paragraph 92 (Water Supply) calling for a short evaluation of vulnerability.

3. Title for paragraph 93 ("Construction Materials") should read "Construction Materials (except metals)".

4. There is unnecessary duplication between paragraphs 93 and 94C. The outline demands detailed description of wood resources for both. This was avoided in the original Outline Guide, and I see no reason for repetition within a few pages' space.

5. Paragraph 95B, C. "Nature of government controls and subsidization" does not seem to me a pertinent item in these studies.
(Manufacturing Plants)

6. Paragraph 96C. (Electric Power Administration) Are "licensing rates, etc." necessary?

7. Paragraph 97B. (Wholesale and retail trade) I should

recommend the deletion of a) size of outlets, b) turnover, c) ownership and control, and d) cost and profit factors affecting prices.

already changed
8. Paragraph 98.(Finance) I recommend the deletion of a) purchasing power and trends, b) other financial institutions, c) credit cooperatives, d) loan companies, e) investment companies.

9. The recommended "general organization" shows little feeling for the complexities of regional division. I doubt that the simple proposal to treat subjects "by islands (and prefectures)" will provide a very readable text for Japan or section of it. The prefectures are too small, the islands too large and diverse for a logical organization. I hope that some effort will be made to provide better regional subdivision than is here called for.

10. A helpful addition would be a paragraph (separate numbering, or under paragraph 90) which would delineate the critical resource areas, and thus provide one basis for the description of critical areas in Chapter I.

11. Beware of having this chapter done exclusively by economists.

G. Chapter X (People and Government)

The outline given in the present Guide is too brief. Since a supplementary Outline Guide was used for this chapter in the compilation of JANIS 154, I assume that the same practice will be carried over to JANIS 84 and subsequent studies. Criticisms are here based on the supplementary Guide for JANIS 154.

*original
outline
used
for
JANIS
154*
1. In general the outline used for this chapter seems decidedly inferior to the original Outline Guide. Reader reaction is needed. The deletion of the former paragraph on health and sanitation, so that a chapter on the subject could be added, was sensible. On the other hand the rearrange-

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ment of remaining topics does not provide as readable or logical a chapter as the original form.

2. Is paragraph 100A necessary? (Historical Sketch)

3. Paragraph 100D (Judiciary) should have added to it instructions for brevity.

4. The ("Suitability of Inhabitants for Labor"), title of paragraph 103, might have unfortunate consequences for us if it ever got into the hands of the right propagandist. A simpler, more innocuous and equally descriptive title is "Labor Supply".

5. Paragraph 103 (Government) could be cut down. Instructions for curtailing detail on local units of government might be issued with this.

6. Paragraph 105B (System of courts and jurisprudence) should have similar instructions.

H. Chapter XI (Health and Sanitation)

In view of your difficulties with the SGO, I assume that any criticism of this chapter would be valueless. To a layman the recommended procedure seems adequate, with one exception. I should like to see provision made somewhere for the description of social customs, and personal or family habits which have bearing on the problem of disease among the native populations.

I. Chapters XII, XIII, and XIV are not considered in this report.

III. Comments on the Execution of Past Studies

A. Make-up

1. Text

There seems very little improvement possible. The type font is attractive and easily read, while the topical heads and subheads provide

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In the planning of make-up did you experiment with the use of three columns per page rather than two? Using the same page size, and a narrower column this could be done. The advantage would be in more rapid reading for some people. I find that I can take in a line about 15 ems narrower than your present line at a glance, but not the present JANIS type line. By experiment I have found that this means about 30% faster reading for the same number of words. This may be a personal idiosyncrasy, but I think it worth the attention of your production department, provided cost considerations are not great obstacles.

2. Photographs

A number of JANIS cuts consume a needlessly large amount of space. The large scale of aerial photographs and landscape is commendable, but single column cuts would suffice for most other subjects. Nearly all of your past studies provide several examples of cuts run on half-page or page size which would have been just as effective in reduction.

I heartily approve of running the photos with the text, rather than in a separate section, as they are found in so many intelligence documents.

3. Maps

Your maps at their best are excellent, and I think you have done well to maintain so high a standard in the face of limited time. If your standard is perfection, however, you might note a few things about past published maps.

a. In some cases legibility might have been improved. For example, the grey ink of Figure I-1, JANIS 157, causes the reader some annoyance in his attempt to read the numerous minor place names on that map.

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b. In a few cases the position of the maps in relation to the text could be improved. For example, I should like to see several of the general fold-outs in the Brief placed at the very beginning, where a reader has a chance to get acquainted with them immediately. The map of Terrain Regions in Chapter II appropriately belongs at the beginning of the chapter, rather than at the end (e.g., Figure II-7, JANIS 157).

c. Choice of color on maps is not always effective. See JANIS 104, Plan 5, where the focus of interest, landing areas, is given the least conspicuous color. Do production men consult with editors on this problem?

d. Some poor cartography has crept in (see JANIS 103, pp. IV-2-4).

B. Compilation and Editing

One point that impressed me favorably is the consistency of your place name spelling. I have seen few studies which equal yours in this respect.

Nearly all of your manuscripts, however, would bear considerable tightening. Considering the quality of your staff it is obvious that if you had more time for each study you would have produced more concise documents, but education of contributors might save you considerable time. I offer the remarks below with that in mind. I shall divide my remarks into four categories: pertinence of material, verbosity, accuracy, and miscellaneous observations on presentation.

1. Pertinence of material

This is a question which merits consideration not only by the editors, but by members of the Board. You will never have the real answer to it until you have made a full canvass of your readers.

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a. If you adhere quite strictly to the purpose of your studies there are whole sections of past studies which will have no counterparts in forthcoming JANIS documents.

Examples:

1) The long section on Forecasting Techniques in Chapter V of JANIS 155.

2) The section on "Personalities," which appears in all of your Chapters IX.

3) Extended discussion of air masses in Climate and Weather Chapter (e.g., JANIS 103, Chapter IV).

4) Description of lagoons in Chapter IV, which repeats material called for in Chapter III (see JANIS 104, pp. II-29-31).

5) Discussion of areas already in Allied hands (see JANIS 157, where Merauke vicinity is discussed throughout, although it has been in Allied possession many months).

6) All description of Climatic elements for which there is tabular data (see JANIS 103, Chapter IV).

b. Two specific points of the same nature which do not have general application:

1) I fail to see the need of an extended discussion of pre-war Dutch colonial administration (JANIS 155, p. X-10) if all "liberated" Dutch territory is to be placed immediately under the administration of Dutch, as it has been thus far.

2) Your climate and weather chapters on tropical areas would be more useful, and look more professional if they did not attempt to force discussion of data into the framework of the four seasons common in middle latitudes. A four-seasonal breakdown of data can actually be

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misleading for the tropics.

c. Not only sections and paragraphs, but individual sentences should be examined for pertinence.

Examples:

1) The didactic or explanatory statement.

"These are some of the guides to dealing with the Manobo" (JANIS 155, X-17).

"The production of agricultural raw materials has remained largely undeveloped for the following reasons..." (JANIS 157, VIII-10).

"Figure II-7 shows the annual variation ..." (JANIS 38, II-7). (Both the figures and the legend show annual variation well enough so that no further text description is necessary.)

"The annual variation of surface water temperature... is useful in fog and other weather forecasting" (JANIS 103, III-8).

2) Speculative or obviously controversial statements.

"Germany's primary interest (in the Palaus) was a desire for economic gain." (JANIS 103, IX-1).

"Locally grown foods are more adequate and easier to grow ... and this may have added to the indolence of the Kanakas" (JANIS 103, IX-2).

"Most of the vegetation in the Caroline Islands is still in its natural state" (JANIS 104, II-33).

3) Generalizations true for any part of the earth.

"Intensity of surf along the coast varies greatly as a function of bottom slope, exposure of coast, and height of waves. Gentle offshore bottom gradients... give rise to widest surf belts, etc." (JANIS 157, I-9).

2. Verbosity

All chapters in nearly all volumes present examples of statements which might have been expressed much more concisely and effectively. One

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major example occurs in the New Guinea volume, where the Brief, or Chapter I, could have been reduced by about a third, and still have presented substantially the same facts. Material now in text could have been given much more concisely and effectively in tables or on maps. I have already discussed this chapter in detail with 25X1A9a who agrees with most of the suggestions. Detailed criticism is too long to present here, but I shall be glad to discuss the problem with anyone interested.

Another extended example of wordiness occurs in Chapter X of JANIS 155. This chapter as ^owhole might have been shortened to about half its present length, while making it more readable. Tabular presentation would in several cases condense descriptive material without causing it to be one whit duller than it now is. In other instances relatively simple statements are expressed in so many words that a reader's most lasting impression is one of as typical "padding." I have selected two or three examples/ of the word problem not only in the specific chapter from which they are taken, but for other JANIS chapters in other volumes.

"The Halmaherans have not developed a sedentary village life because of their strong inclination to wander."

Could have been expressed thus "Halmaherans are semi-nomadic" (JANIS 155, X-9).

"Education. Spain made little effort to educate the Sulu Moros. Such efforts as were made were actively resisted. American administration, on the other hand, has made every effort to bring the Moros into active cooperation with the educational program for the Islands. In the more thickly populated areas the response to this educational program has been encouraging, but back in the country away from the larger towns the degree of success attained has been slight. Many of the Moros refuse to see the need for attending school on a regular basis, and many complain that not enough Moro teachers are employed in the school system. These handicaps were beginning to be met satisfactorily, however, and signs pointed to increasing Moro receptiveness to the educational program. The school system has taught hundreds of Moros to speak a little English."

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Might be condensed to:

"Education of Moros has been mildly successful in thickly populated areas, but has made little impression on rural sections. Moros as a rule do not see the need for attending school regularly, but nonetheless hundreds of Moros have been taught to speak a little English." (45 words, compared to 125 in the original).

"One of the most important population groups in Mindanao is the Japanese civilian population clustered around the city of Davao in Davao Province. Around the beginning of the century, Japanese traders, farmers, and businessmen entered the area and began to settle down. These Japanese settlers showed remarkable initiative and enterprise, and gradually the colony grew until it became the most influential unit of the community. By 1939, the census showed that the Japanese population in Davao totalled 17,888. In the few years since 1939, and particularly since the outbreak of war, the Japanese have poured additional settlers into the area; they now claim a total of 30,000 settlers in Davao. This civilian population is said by the Japanese also to have been rigidly conscripted into civilian defense battalions directly under the control of the Japanese Army.

"The Japanese have not been popular in this area, and the natives have massacred many Japanese groups. Walter Robb, writing in 1930, expressed it bluntly when he said, 'Potting Japanese has become a Davao sport, and a score of over 100 has been chalked up. A Japanese bent over his hemp-stripping suddenly feels a crick in his back, an arrow from ambush or a spear--then he doesn't feel anything, not even the hemp rubbish piled over him.' The Japanese have always demanded protection for their settlers, and attempts were made to give them this protection. Their best protection, however, came to rest in their numbers. In late year the Japanese were establishing themselves very firmly in this area.

"Most of these Japanese probably face internment at a future date. Some of them will probably attempt to flee and to seek refuge among the neighboring tribes, though it is unlikely that they will be given much encouragement." (JANIS 155, X-19)

Might be condensed to:

"Japanese civilians settled about Davao form one of the important groups on Mindanao. The last census (1939) enumerated 17,888, but thousands more have come in since. They now claim a total of 30,000. *Japan claims to have conscripted them into civilian defense battalions controlled by the Japanese Army.* "Japanese have been very unpopular among the natives of Davao, who have not hesitated to kill the immigrants whenever they had a chance. It is therefore unlikely that fleeing Japanese will find refuge among the native tribes living near them." (73 words, compared to 270).

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3. Accuracy of statements.

No criticism of much value on this point could be made without elaborate checking of source materials, a job beyond the time limit of the present report. My impression is one of a fairly high degree of accuracy on all areas.

In my very cursory reading I have noted three things which the contributors and editorial staff should look for:

(a) Beware of making generalizations from a specific description.

For instance, statements in JANIS 38 imply that most streets in Bulgarian cities are paved, and that a good deal of attention is paid to sanitation in cities. (JANIS 38, V-3, V-7). On the other hand in a later chapter it is said "Even in the towns a bath is still cause for congratulation." (Chapter IX) I know that none of these statements is true from my own pre-war observations in Bulgaria, but I can easily see how they were derived from isolated bits of information. In instances like this, ask contributors to check with people who have been in the regions they write about, preferably as many as possible.

(b) For whatever reason there are some minor technical errors. For instance, writers of the Resources and Trade chapters on tropical islands often refer to "tapioca," when they mean cassava or some similar crop. Meaningless layman phrases are occasionally used, like "crushed volcanic stone," when a little research would have given the proper term. (JANIS 104, p. VIII-3) (Did they mean volcanic ash, tufa, breccia, or scoria? Each has different properties.)

(c) Avoid statements like "the usual tropical fruits," without elucidation. Even a student of tropical agriculture would be somewhat perplexed if asked to tell what they were.

(d) In a very few, and possibly important cases, descriptive matter, and evidence given on charts, maps, plans and photographs does not agree. I cite JANIS 104, p. II-71, Figure III-112, and Plan 5. Speaking of possible

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landing areas north of Ronkiti on Ponape island you say "At most of these landing areas channels lead through the fringing reef and mangrove to the inlets (and landing areas)." Those channels do not show up on the aerial photograph, Figure III-112, and they are not shown on plan 5. Unbroken mangrove and coral is shown along the entire coast. If this were an important landing area, I should think that the lack (or presence) of entrance channels might be a serious consideration.

4. Other observations on presentation

a) Two sections of the Resources and Trade chapter are consistently treated inadequately in your Pacific volumes. The fisheries discussions are somewhat amateurish. I was surprised that no mention was made of an important item like poisonous fish in tropical waters.

Discussion of available woods as fuel or construction material is either absent or inadequate in most cases.

b) Well-known sources have been missed in compilation in a few instances. ONI 31, for example, is not listed among the references of Chapter II of Janis 104. In another case the source is listed, but obviously has not been made the best use of. There is an excellent recent map of Koror town in ONI 29 which would have been a valuable addition to Chapter VII of Janis 103, but I cannot find it. (A map of Malakal Harbor (drawn by OSS) is included in Port & Transport Chapters but no reference is made to it in City Chapter. Furthermore, the map is labeled Malakal Harbor with little indication that it includes Koror).

c) Beach descriptions in your Chapters III might be shortened materially, and a more comprehensible account given to the reader if simple sketches of one beach or group of beaches were made, and inserted as line cuts in the text.

d) The sections on water supply all ignore recent developments in the technique of supplying troops in the field with water. I should recommend a thorough study of present army equipment and methods for the contributors of par. 92.

e) Chapter VII (Transportation and Communications) might be improved (especially for Japan) by the addition of a map showing the volume of traffic flow for the principal means of transportation.